

APPROVED
MINUTES OF THE MEETING
19 April 2001

Projects Reviewed

City Hall Open Space Plaza
South Lake Union Projects
Harborview- Street and Alley Vacations

Convened: 8:30am

Adjourned: 5:00pm

Commissioners Present

Donald Royse
Tom Bykonen
Ralph Cipriani
Jack Mackie
Cary Moon
David Spiker
Tory Laughlin Taylor

Staff Present

John Rahaim
Layne Cubell
Brad Gassman
Sally MacGregor

19 Apr 2001 Project: City Hall Open Space

Phase: Design Development Discussion

Previous Reviews: 2 December 1999 (Scope Briefing), 20 April 2000 (Conceptual), 18 May 2000 (Concept Briefing), 17 August 2000 (Schematics), 21 September 2000 (Schematics II), 17 October 2000 (Design Development), 7 December 2000 (Design Development), 4 January 2001 (Design Development), 1 March 2001 (Mid-Design Development Discussion)

Presenters: Kathryn Gustafson, Gustafson Partners, Ltd.

Ken Johnsen, Shiels, Oblatz, Johnsen (SOJ)

Attendees: Rodrigo Abela, Gustafson Partners, Ltd.

Marilyn Brockman, Bassetti/ Bohlin Cywinski Jackson

Michael Jenkins, Department of Design Construction and Land Use (DCLU)

Melody Mociulski, Finance Department

Victoria Reed, Arcade Magazine

Barbara Swift, Swift and Company, Landscape Architects

Brad Tong, Shiels, Oblatz, Johnsen (SOJ)

Marcia West, Gustafson Partners, Ltd.

Time: 1.75 hours (SDC Ref. # 221 | DC00139)

Action: The Commission appreciates the design team's sincere effort to respond to previous concerns and would like to make the following comments and recommendations. The Commission thanked the team for the opportunity to further discuss the open space plaza and feels that the team has successfully addressed previous concerns about user-friendly spaces, blank walls, and the operation of the water feature. At future presentations, the Commission looks forward to seeing the development of the programming for the Cultural Café, as well as the programming for the structure at Fourth Avenue and Cherry Street. The Commission strongly urges the City to address the programming and budget issues for the Fourth Avenue portion of the building, and the future management of the spaces.

Regarding Council Resolution 30258, the Commission believes that the current design is addressing these concerns of the resolution, and the Commission looks forward to seeing those items requiring continued refinement, as follows.

- Res. Item #A-3: Reduce the severity of blank walls of building facades and civic plaza, especially along James Street to better integrate pedestrian activity with streetscape and allow more visual access to public spaces from the street; recommends for approval. Appreciates the design team's efforts to taper the high retaining wall, create openings along the wall, and incorporate "art windows" into the wall, although this program may require additional resources that are not in the current Art Plan budget.
- Res. Item #A-4: Work in collaboration with the Client Group and Design Commission to develop a more appropriate program and design concept for activating the corner building appendage of Fourth Avenue and Cherry Street. The solution should not constrain the potential for future expansion of office tower; requires further development.
- Res. Item #A-5: The "Cultural Café" at level G2 is buried too deeply within the building and should be pulled out and more visibly connected with civic

plaza areas; requires further refinement. While the Commission believes that the visual link from inside the Cultural Café to the outside has improved, the Commission feels this link does need further refinement. This design concern is intrinsically related to the concerns about public space programming.

- Res. Item #B-2: Increase opportunities for more user-friendly spaces, including seating, viewing areas, conversation niches, etc., integrated with stairs and plazas; recommends for approval.
- Res. Item #B-3: Study the practicality of multi-block water elements as primary organizing element of civic open space, and address practical and cost considerations, including maintenance, operation, and upkeep of water features; recommends for approval. Urges the team to develop a means by which the public is informed about the nature of the project even in dry conditions, including the water waste impacts.

Regarding other elements of the design:

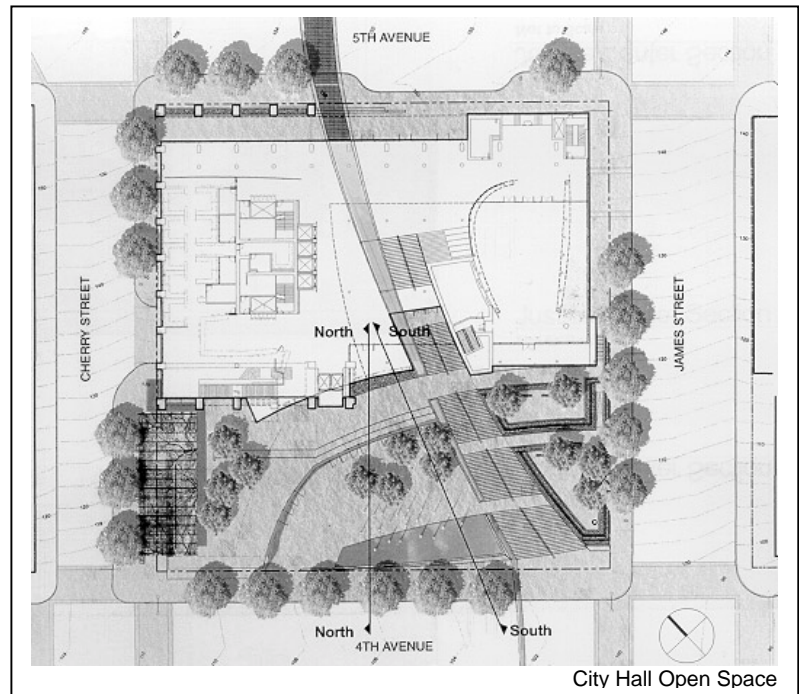
- The Commission appreciates the design studies of the corner at Fourth Avenue and James Street, and agrees that the stairs should not turn the corner;
- encourages the team to pursue the possibilities of densely planted street trees along James Street and Fourth Avenue, and the Commission would like to offer their support in addressing City of Seattle concerns about impacts on utilities and other infrastructure conflicts and would like to see a sketch of this alternate street tree proposal at a future presentation;
- hopes that the team will approach the design of the signage for the Civic Center with the same care and attention paid to City Hall and the open space;
- supports the replacement of the existing, out-dated lighting and traffic signals at this block and urges the team to investigate any opportunities in the budget for this change; and
- would like to see a material sample for the “red wall” at a future presentation; and
- looks forward to the development of a rational and viable program for the Cultural Café.

The City Hall and Open Space design teams have had several Design Development discussions to address Commission concerns. While previous discussions have addressed the design concept and departures from Land Use code among other issues, the discussion focused on the developing design of the City Hall open space.

The open space design is a project based on regional expression and identifies qualities that make Seattle special. Seattle is a transparent and connected city; this transparency is expressed through the experience of the environment as well as through public art, technology, engineering, and industry. The design of the building expresses this transparency and accessibility of public discourse and debate. The water feature, coming through the public area of the building, expresses the connection. Some of the building materials, including wood, also express the regional design. The stepping of the open space, as well as the change in levels, also represent the unique Seattle environment. The main staircase, which extends

from the corner of Fourth Avenue and James Street to the building, can be seen as the primary means of access from many different directions. The elevators will also be very visible, and will be seen from Fourth Avenue.

The design team has investigated the design of the corner at Fourth Avenue and James Street. Because the Municipal Building will be imploded, the design team can no longer use the basement and existing foundation. Therefore, the space under the staircase will be used for the water feature technology system. This corner, bathed in full sunlight, steps back in scale, in response to the existing grade of the sidewalk. While the team did investigate the possibility of cutting back the wall and extending the steps to meet James Street, the team decided that this would present a walking hazard to pedestrians coming around the corner. The design team also investigated the possibility of lowering the wall two feet. The height of this wall must respond to two conditions: the proportions of the



the wall must be harmonious to the other portions of the wall, and it must relate correctly in height to the stair landings. This design of this wall at the corner of Fourth Avenue and James Street has developed to include artwork, such as glasswork, sculptures, or images. Vines will also be planted at the base of this wall. The texture of the stone finish will be a flame finish limestone along the height of the wall. The wall along James Street will also include different elements of pedestrian interest, will include spaces for sitting on adjacent terraces, and mid-block entrances to the plaza.

The water feature has been developed to include light. While the technicians and consultants believe that the water will rarely be turned off, if the water feature is dry, the 3/8" fiber optic light will shine on the stone. At the door entry landing, the main water feature will include an art piece of an aluminum metal base with a pattern. The water channel through the building will also be clad with stone. The water feature will not be able to cross Fourth Avenue, but the stone pattern would continue across the street. The design team is working with Seattle Transportation (SeaTran) to address concerns and requirements of this design.

The open space contains many different components. The upper plaza will house a temporary contemporary art promenade. Also at the upper plaza level, there will be a bank of trees protecting seating for a restaurant. At the edge of this upper open space, there will be benches that have view out through the trees, protected on the side by a prow. Deciduous trees will mark other small private plazas, and the changing color of these trees will change the character of these spaces throughout the year. The water feature is located at the lower level of the plaza. There are trees placed along this edge, and are spaced to allow views to the Cultural Cafe, but still provide intimacy and privacy. The design team has fully examined the each part of the open space and each particular experience.

Key Commissioner Comments and Concerns

- Is concerned that the stone paving pattern across Fourth Avenue, a symbolic continuation of the water feature, will be incorrectly perceived as a crosswalk.
 - Proponents stated that the design team has met with SeaTran, who has this identified this problem as well. Further stated that there may be a railing at the curb, to deter people from crossing at this location.
- Would like to know why the structure at the corner of Fourth Avenue and James Street will be changed, due to the implosion of the Municipal Building.
 - Proponents stated that, previously, the design team had intended to use the foundation structure of the existing building as the structure for an occupiable space at this location. However, this existing structure will be removed at the time of the implosion, and there is no budget to rebuild structure needed for the occupiable space. Further stated that this space will contain the storage tanks and the pump room.
- Would like to know why the top parts of the walls are crowned backwards, and suggests that another ramp configuration might be appropriate, to reduce the massing and reduce the wrapping and switchback of the ramps at mid-block.
 - Proponents stated that there are no guardrails that extend beyond the plateaus, and this is a primary design principle. The planter boxes at the edges ensure that there is never a drop over thirty inches. Further stated that the locations of the landings are fixed, based on the lobby level and street level.
- Suggests that the ramp portion come off the sidewalk and slope down to the west. The entrance point to the two terraces would be moved westward. The ramp edge would slope down, instead of being mounded back up. Through this, along the James Street elevation, there would be a stepped section towards the south, and the ramp would reduce the visible bulk along the edge.
 - Proponents explained the relationship and the heights of the various ramps, and the entrance locations. Further explained that through these changes, the slope would be steep enough that it would require a stair. Further stated that the design team is trying to make all areas of the open space as open and physically accessible as possible. The wall is only eleven feet tall, and in proportion to the rest of the site, it is not large. The landings are divided pretty evenly to promote the rhythm of moving up through the space. Further stated that the design team has worked hard to balance the objectives regarding the accessibility, the size of the open spaces.
- Would like to know the character of the interaction between the walkers and the dwellers of the open space.
 - Proponents fully reviewed the way the spaces would be used, for example, they believe that the smaller plaza in front of the Cultural Café will become a nice eddy in which people will gather. The trees will separate this space from the water feature. The lower plaza is larger, emptier, and more open, while the upper plaza contains many intimate dwelling spaces.
- Would like to know if the space linking the Fourth Avenue to the entry at the elevators will be covered.
 - Proponents stated that while this space will be covered, it will not be conditioned. Further stated that these pivoting doors along this edge will respond to the weather conditions and remain fully open when weather permits. There will be a gate at the end

of this walkway, near the corner of Fourth Avenue and Cherry Street, that will provide security when the building is not open.

- Urges the proponents to explore the effects of program management before resorting to a gate. Hopes that this space will be open during after-hours and days (such as Sunday) that the City Hall is not.
 - Proponents stated that there are other ways to approach this security concern. Further stated that this arcade will be a very open and welcoming space. There is time to address these programming concerns, as this portion of the building will be built later.
- Would like to know what types of trees will be planted along the Fourth Avenue plaza.
 - Proponents stated that there would be low canopy trees at the edge near the Cultural Café, possibly Maples, in order to provide views for those at the level of the upper plaza. Further stated that the team is investigating the availability and forms of different types of trees. The design team also identified the need for a growing contract. The maple and magnolia both offer open, umbrella-type forms. Proponents further stated that the team would like ginkgo street trees. The design team also would like sweet gum trees for the Fourth Avenue street trees. The design team feels that large, avenue-type trees would be appropriate for Fifth Avenue.
- Would like to know if the design team has considered larger trees along James Street. Urges the team to plant trees densely along this edge. Feels that this would further address the scale concerns in relation to adjacent buildings.
 - Proponents stated that there is already a narrow sidewalk along this edge. Further stated that different City of Seattle departments discourage close spacing, due to the location of utilities and infrastructure. These items provide a conflict with tree roots. The design team will pursue this question with the understanding of the role the trees play in creating a precinct.
- Is concerned about the few street trees along Fourth Avenue. Believes that closer spacing would provide more design unity and strengthen the experience of the public space.
 - Proponents stated that four trees were removed due to a previous Commissioner comment addressing the need for more sight lines.
- At a future Commission meeting, would like to see a sketch showing the desired, closely spaced trees. Hopes that other City of Seattle departments can explain the needs for these requirements.
 - Beverly Barnett, a representative from SeaTran stated that the public right of way is loaded with utilities, and future needs may require more space. John Rahaim, a representative of CityDesign added that drainage service is located near the center of the right of way, while the water service is closer to the curb.
 - Proponents further stated that, during construction, the existing trees along Fourth Avenue would be removed. The team hopes that these trees will be replanted. Further stated that the trees along this edge will not block the view, by their nature and size; the trees will create shade. Further stated that the team will explore the spacing of the trees.
- Would like to know why the corner of the Fourth Avenue and James Street will be the location of “signage” for City Hall. Would like to know what type of signage this might be.
 - Proponents stated that this location was suggested to be appropriate.
- Recognizing that the wall at Fourth Avenue and James Street will now be a site for public art and will require significant consideration from an art budget that is already strained.
 - Proponents stated that there may be funding in the landscaping budget for this work.

- Is concerned about the electricity usage and water waste from the water feature, particularly at the wedge portion along Fourth Avenue.
 - Proponents stated that the water movement is helped by gravity. Further stated that the electricity required for the pumping is minimized.
- Supports the design team's efforts to reduce blank walls and looks forward to the development of the art plan. Believes that the proportions of the wall along James Street are appropriate. Feels that this wall cups the space. Believes that the different walking and dwelling spaces will provide opportunities for serendipitous activity.
- Is concerned about the programming of the Cultural Café, and feels that this space must be maintained and programmed.

19 Apr 2001 Commission Business

ACTION ITEMS

A. TIMESHEETS

B. MINUTES FROM 15 MARCH 2001

DISCUSSION ITEMS

C. SLU WORKSHOPS 4/24 & 5/3

D. OUTSIDE COMMITMENT UPDATES

E. CONSULTANT UPDATES

F. CANDIDATE UPDATE

19 Apr 2001 Project: South Lake Union City Projects

Phase: Briefing

Previous Reviews: 2 December 1999, 6 January 2000 (Briefing)

Presenters: Pete Marshall, Department of Parks and Recreation (DOPAR)
Mike Podowski, Strategic Planning Office (SPO)
John Rahaim, CityDesign
Ron Scharf, Seattle Transportation (SeaTran)
Nathan Torgelson, Office of Economic Development (OED)

Attendees: Beverly Barnett, SeaTran
Lyle Bicknell, CityDesign
Marty Curry, Seattle Planning Commission
John Eskelin, Department of Neighborhoods
Susanne Friedman, Seattle Planning Commission
Barbara Goldstein, Seattle Arts Commission
Sara Levin, City Budget Office
Shirley Mesher
Margo Polley, Seattle Center
Joe Nabbeffeld, Daily Journal of Commerce
Mimi Sheridan, Seattle Planning Commission
Kevin Teague, Foster Pepper and Shefelman PLLC

Time: 1.5 hours (SDC Ref. # 169 | DC00225)

Actions: The Commission appreciates the thorough, multi-disciplinary briefing and would like to make the following comments and recommendations regarding the development of this area.

- The Commission appreciates the public objectives outlined in the City Council Resolution 30080 from 12/07/1999, regarding the surplus South Lake Union properties, and urges the team to think strategically and develop a means by which the City's public objectives and urban design guidelines are followed and implemented;
- urges the team to develop the urban design of the South Lake Union area in conjunction with the complementary work of CityDesign's Open Space Strategy, currently being developed by Mithun Partners, Inc;
- commends the work of the Strategic Planning Office (SPO) and the thorough scope of the proposed Area Wide Analysis of transportation concerns, and hopes that this level of investigation can be conducted in additional areas of transportation, including efficient pedestrian access to get the greatest efficiency out of this analysis;
- urges the proponents to pull together small pockets of open space for larger improvements in the open space fabric of South Lake Union;
- urges the team to pursue the development of tree-lined arterials;
- urges the City to try to avoid a pedestrian overpass over Valley Street, linking the parking structure with the proposed park and South Lake Union edge, if a safe crossing can be ensured and developed at grade;
- urges DOPAR to develop an RFP for SLU Park that will recruit sophisticated and talented design for this critical space of world-wide

importance;

- **encourages the team to think strategically, and rather than developing a plan for what is needed, believes that the team needs to ensure that these ideas will develop into a built form; and**
- **looks forward to another interdepartmental briefing at a future date.**

City Property Redevelopment

Due to the number of significant public projects being planned for the South Lake Union (SLU) neighborhood, several City of Seattle departments have convened to coordinate efforts and the design vision for this area. Many changes will be made through these projects and the City hopes to make transportation improvements and appropriately guide the redevelopment of city-owned property. Briefly, there are many open space opportunities in this area, including the South Lake Union Park and the Maritime Heritage Center. Also, previous transportation studies have produced many expensive and controversial solutions. The SLU Neighborhood Plan, for the first time in 30 years, has reached general consensus on future transportation improvements. Through the proposed redevelopment, the neighborhood hopes to sustain the neighborhood character and the link to industrial and maritime heritage. In December 1999, City Council approved Resolution 30080, which directed the Executive Services Department to issue a Request for Qualifications (RFQ) for development of City Properties in accordance with specific guidelines and suggestions, including an “attractive gateway area into and out of Seattle along Valley and Mercer Streets,” locations of “cultural uses,” a “safe and active pedestrian environment within the neighborhood,” enhanced “visual relationships in the park vicinity, especially in terms of view corridors,” and an “increase in the amount of public open space.” The RFQ includes ten properties, and the City is currently negotiating with Vulcan Northwest, Inc. for eight of these ten properties.

Currently, Vulcan Northwest, Inc. is gradually developing a significant portion of this area. While there is no Master Plan, this development company is using the South Lake Union Neighborhood Plan as a guide. Vulcan Northwest, Inc. is also hosting neighborhood charettes, to facilitate this development and identify the urban design opportunities. One charrette will address “livability,” and the second will address “sustainability.”

Open Space Strategy

City Design is preparing a Center City Open Space Strategy. This has developed due to recognition of the need for open space, as specifically identified in five downtown neighborhood plans. This strategy would address the urban design plan for the entire downtown, rather than a neighborhood by neighborhood approach. The Open Space Strategy is a key product of the Urban Design Forum. Recognizing the price of land, a multi-block open space would not be likely. Therefore, CityDesign identified the need for a network of existing and planned open spaces, including private open spaces, public open spaces, and the street system. There is a need for recommendations for how that systems is developed, as well as guidelines for private developers and open space, and recommendations for the City and street improvements needed for this network. Mithun Partners is the lead consultant for this project. South Lake Union and Cascade are an important part of this system. The development of the South Lake Union Park will need to be connected to the open space system.

Area- Wide Analysis

The South Lake Union Area-Wide Analysis is an attempt to implement the transportation improvements that were identified in the South Lake Union Transportation Plan, and other system-wide improvements to be identified. Seattle Transportation (SeaTran) is evaluating the effectiveness, costs and funding, as

well as the practicality of the neighborhood plan identified improvements. The Department of Design Construction of Land Use (DCLU), through permit review, has also identified that many transportation situations in very urban areas leave no alternative for DCLU other than to require Environmental Impact Statements (EIS). Often, the transportation improvements resulting from these exhaustive analyses is not very different from those changes resulting from a less intensive environmental review, such as a Determination of Non Significance (DNS), which may still lead to mitigation. The Strategic Planning Office (SPO) would like to help development occur in these neighborhoods and hopes that the money spent preparing EISs could instead be funneled directly into systematic and area-wide transportation mitigation.

The Area-Wide Analysis is an attempt to expedite the development review process and link it with the neighborhood and City identified transportation improvements. The regulatory context, case law and policy and code guiding the review process, could be made more clear in regards to the type of environmental process needed to fully disclose the development's potential impact and the appropriate mitigation. The Area-Wide Analysis would produce a tailored way to represent the functioning of the transportation system and the best way by which the developments could reduce or eliminate their impacts. While this would be an improvement in the environmental review process, this would not require any changes to the Comprehensive Plan. Through this analysis, SPO hopes to develop analytical data and clear policy support for a development review process that can help achieve system-wide improvements using tools that lead to financial contributions to build or partially fund larger improvements. SPO feels that this approach would make sense in other urban neighborhoods as well.

Transportation Improvements

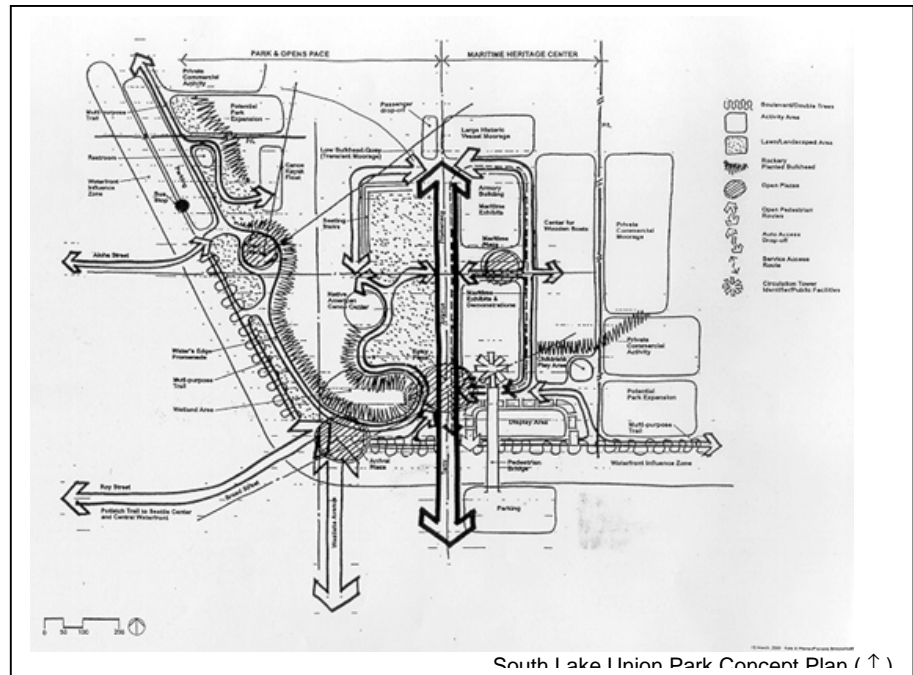
SeaTran recognizes that to mitigate the primary concerns addressed in the neighborhood plan without great expense or adverse impacts to the neighborhood would be difficult. The goal is for localized improvements is not congestion relief, but circulation and mobility enhancements for all modes of transportation. There are many minor improvements proposed that include channelization and sign enhancements to a few east-west arterials. Major improvements would include the Roy Street Underpass, the Valley Street / Fairview Avenue realignment and corridor improvements, and Valley and Mercer Street streetscape improvements. SeaTran has had some meetings with consultants to examine the Westlake Ave streetscape improvements and will have further meetings to ensure that these improvements are integrated and coordinated with the neighborhood development. The work will be done in phases. Phase I involves the Valley Street, Fairview Avenue, and Roy Street corridor and any work done that will affect this corridor, including streetscape work. The neighborhood has also identified street trees along Valley Street to improve the view corridor. The Valley Street/ Fairview Avenue realignment would involve realignment of Fairview Avenue, between Mercer Street and Valley Street, 100 feet to the west. The Valley/ Fairview alignment would create a large triangle; the neighborhood believes that this triangle should be used for transit stops and other pedestrian uses. The second phase would also include surface improvements that would reduce driver confusion, including better signage, better striping, road widening, and destination signage. Preliminary engineering work also includes feasibility traffic analysis and cost estimates. The streetscape alternative improvements will be presented to the Design Commission in a month. The neighborhood also supports a skybridge across Valley Street to provide safe pedestrian access to the public parking.

South Lake Union Park Master Plan

The South Lake Union Park will encompass approximately 12 acres. The park will include a Maritime Heritage Center and Center for Wooden Boats facilities. The need for a park in this general area was identified in 1903 by the Olmstead Brother. The Department of Parks and Recreation (DOPAR) initiated

studies

evaluating different concepts in the late 1980's and an EIS in 1990. The City Council adopted a South Lake Union Park Master Plan in 1991. In July, 2000, the Council adopted an update of this master plan, illustrated by the adjoining concept plan diagram. One of the features shown there is a pedestrian connection across Valley Street between the park and a large off-site concentration of parking. This could be via an underpass or an overpass, if at-grade pedestrian crossing of



Valley Street is not feasible or sufficient. Another key feature is the park's connection to the Potlatch Trail. Large historic vessel moorage will be a unique and prominent element of South Lake Union Park. A design process for a "tall ships wharf" immediately north of the Naval Armory Building is already underway, with construction anticipated in mid-2002 if necessary permits are obtained. For an initial phase of park development DOPAR will occupy some of the Naval Armory Building, with the Maritime Heritage Center probably utilizing increasing shares of the building as their program gathers momentum and resources. Historic preservation requirements will impose some design limitations that will affect occupation of this space. DOPAR looks forward to beginning design of the overall park site, based on the adopted master plan concept, later this year.

Key Commissioner Comments and Concerns

- Recognizes that the Resolution Item #2-F contains a written recommendation encouraging the "application of a *Percent for Art* on both the public and private portions of the South Lake Union property transaction and development." Would like to know if this would be a requirement for public and private development.
 - Proponents stated that this is one of the public objectives was amended by Councilmember Nick Licata. Further stated that this recommendation came from the Design Commission and is one of the guidelines for the City as it looks at redevelopment of these properties under negotiation.
- Believes that the list of public objectives, as described in the Resolution, is wonderful. Would like to know who will ensure that the public objectives are implemented. Would like to know if there will be a special process.
 - Proponents stated the City is wearing two hats. Through the first condition, the City is a

landowner; through this role, the City controls the purchase and sale agreement, which will address some of those public objectives. Further stated that the purchase and sale agreement is a legally binding contract, and if these public objectives were delineated in the contract, the developer would be bound by law to follow the conditions. Additionally, the City, through the Department of Design Construction and Land Use (DCLU), has a regulatory role, during which there will be additional opportunities to achieve some of those public benefits. Further stated that there will be a City of Seattle interdepartmental team that will be examining these issues. Further stated that this project is subject to the public-private partnership review process.

- Appreciates the City's objectives as outlined in the Resolution. Is concerned that if a developer proposes projects that comply with permit requirements, there will be no trigger for a review of the project. Therefore, the public objectives would not be reviewed.
- A member of the Planning Commission agreed with the Resolution's public benefits. Hopes that the benefits would have implications beyond neighborhood plans.
- Believes that the Design Commission reviews many street vacation proposals in this area. Feels that a broad plan and outlook should be maintained when reviewing the redevelopment of these City projects. The City cannot deal with this level of changes without a broader plan.
- Agrees that a piecemeal approach cannot be taken with the changes in this area.
- A member of the Planning Commission added that historic preservation should be one consideration when examining vacation requests. Some of the requested vacations involve landmarks.
- Agrees that there has been a significant amount of vacation requests in this area. Is concerned that pocket parks have continuously been suggested as a public benefit. Realizes that these pocket parks can be great spaces, but believes that these pocket parks present upkeep problems. Hopes that SPO can develop a system similar to that of the Area-Wide Analysis. These pocket park benefits could be accumulated to become a network of larger open spaces or a single large open space that would truly enhance the area
- Commends SPO for the proactive stance of the Area-Wide Analysis and believes that it would be more efficient to spend money solving problems rather than studying them. Would like to know, without an EIS, how would the City determine who contributes funds, and who would enforce the mitigation measures.
 - Proponents stated that there still would be environmental review, which the DCLU controls; they issue permits with attached conditions. Whether the environmental review takes the form of an EIS or DNS, the conditions are still binding. The Area-Wide Analysis would identify the improvements upfront, so there would be a predictable menu of improvements. While the focus at this level of service is primarily automobiles, and the enhancement of their mobility, this analysis will include pedestrian and transit movement as well.
- Commends SPO for the Area-Wide Analysis. Agrees that the current level of service standards needs to be revised to provide greater efficiency to all parties, including developers and public citizens. Believes that this system would identify a full menu of solutions, including a neighborhood car share system.

- Would like to know if there are current triggers that identify a need for an EIS.
 - Proponents stated that guidance in this area could be provided by the Area-Wide Analysis, and currently, it is largely based on case law and there is room for interpretation. Through the Area-Wide Analysis, SPO hopes to narrow the room for interpretation.
- Believes that the street trees should remain in place at Valley Street. Feels that there are certain types of high street trees that could be pruned to continue to allow the view from a car.
- Recognizing the significance and immediate impact of the South Lake Union Park, feels that the City should embrace a full range of possibilities for the design. Urges DOPAR to advertise to a broad audience, perhaps with the aid of CityDesign, in the consultant selection process. Hopes that a qualified designer will be chosen, and the consultant will recognize the significant aspects of the site, including nature, history, social life, and the use of Lake Union.
 - Proponents stated that the selection process would be similar to the selection process for Seattle Art Museum's Sculpture Park.
- Would like to know if Washington State Department of Transportation (WSDOT) will be working to address the transportation improvements as well. Believes that there needs to be a traffic light at Terry Avenue for pedestrian access.
 - Proponents stated that WSDOT is not involved at this time. Further stated that the proponents have identified a need for pedestrian crossing improvements at Aurora Avenue and Roy Street. Proponents stated that the team is studying the feasibility of different options, including crossings at-grade and an underpass. Further stated that the neighborhood believes that an underpass would be too expensive. The team is also examining possible improvements to reduce speed along Aurora Avenue.
- Appreciates the effort of the Open Space Strategy. Urges the team to take a proactive stance and implement solutions, rather than developing plans, because a plan is not a product.
- Previously, was concerned about the development taking place in this area. Believes that the work of these various departments has allayed these fears.
- A member of the public inquired about one of the primary public benefits for the regional park in conjunction with the sale of the public property. Would like to know if there will be parking provided for the park immediately across the street. Would like to know if there will be assurances that this parking will be provided.
 - Proponents stated that this one of the key pieces of negotiation for the purchase and sale agreement. The details of this negotiation are part of a confidential real estate negotiation process.

19 Apr 2001 Project: Harborview- Street and Alley Vacation

Phase: Design Guidelines and Public Benefits Package

Previous Reviews: 16 December 1999 (Conceptual Briefing), 2 March 2000 (Briefing), 16 March 2000 (Briefing), 1 March 2001 (Briefing)

Presenters: Elise Chayet, Harborview
Rich Dallam, NBBJ

Attendees: Malli Anderson, Department of Design Construction and Land Use (DCLU)
Beverly Barnett, Seattle Transportation (SeaTran)
Geri Beardsley, Legislative Department
Maureen McCarry, Harborview
Marilyn Senour, SeaTran
Tom Walsh, Foster Pepper and Shefelman PLLC

Time: hour (SDC Ref. # 221 | DC00134)

Action: The Commission appreciates the clarity of the presentation and would like to make the following comments and recommendations.

- The Commission recommends conceptual approval of the aerial vacation of 9th Avenue and the alley vacation linking James and Jefferson Street, but would like to see alternatives to the full vacation of 9th Avenue that would still allow the seismic improvements at the Center Wing at a future presentation;
- supports the premise of the aerial expansion for the inpatient expansion with the condition that the street continues to be viable open space;
- thanks the proponents for their commitment to address community concerns and the neighborhood plan, particularly in light of the fact that this is a major institutional expansion with many difficulties and complex implications;
- appreciates the discussion of Harborview's Art Deco style and looks forward to the development of the building designs and the architectural character development within this context;
- urges the proponents to consider the incorporation of elderly service facilities at street level, that are linked to children services and activities, to promote different types of multi-generation therapeutic activity;
- encourages the team to propose gardens that will be of use for the community and the hospital;
- would like a future update on the status of Harborview Hall and the Center Wing in terms of their potential landmark status;
- requests more accurate Master Plan representations of the future build-out, including open space diagrams and exterior streetscape environments;
- urges the proponents to define more specifically what the public benefits will be for each project, and what will be included above and beyond typical benefits;
- urges the proponents to continue to consider the neighborhood as the entire planning and urban design area and commends the team for their approach to date; and

- **encourages the architect selection process to include a range of designers in order to ensure variety and contrast as building design goes forward.**

A representative from Harborview presented the existing configuration of the Harborview Medical Center (HMC) buildings, and identified the current location of existing services. Many different but related services are located in different buildings. A significant amount of changes need to be made to these existing buildings to bring them up to critical care standards and seismic standards. East Clinic, which contains ambulatory services, was built in 1955; seismic upgrades need to be made to this building. East Hospital, (the Center Wing) was built in 1931, and contains administrative functions; this structure can be improved to meet Life Safety Code with a buttress that would encroach on the right-of-way. East Hospital, (the North Wing), contains operating rooms, emergency and intensive care areas, and inpatient services. The building does not currently meet FEMA standards for seismic requirements. To meet these requirements internally, many rooms would be disturbed and windows would be blocked. A seismic brace across 9th Avenue would meet the needs for an upgrade. Harborview Mental Health Services, which contains mental health services on an outpatient basis, does not use its site as efficiently as possible; design changes need to be made to use the campus as intensively as possible. Harborview Hall was originally constructed as a nursing residence and currently contains an involuntary treatment center. There is a serious collapse potential for the lower floors. The demolition of this building would be a concern for the Landmarks Board. The Research and Training Building would continue to operate as it does now. The Firehouse would not have any changes either. Harborview needs to relocate individuals from the Personnel trailer to another building. Block 68 would be the administrative site for the new building. Block 81 contains apartments, retail, and surface parking.

The Harborview representative presented the Master Plan, with an overview of future planned and potential projects to accommodate foreseen and unforeseen needs that might arise. While some of the existing buildings will have to be demolished due to safety concerns and seismic requirements, the planned new buildings include those that are needed to attend to the most critical patients needs; this includes a provision for fifty new inpatient beds. Building B would be located on Ninth Avenue, between James Street and Jefferson Street. This Multi-use Building would contain mental health services and the Medical Examiner, among others. Building F would serve as the needed seismic buttress for the North Wing, and would stretch across Ninth Avenue. This would contain some of the new inpatient services. This addition would support an efficient use of space, as these areas would use the same corridor as the existing services in the North Wing. The team also presented a Master Plan for potential projects to possibly be developed in the far future. These potential projects include a seismic upgrade for the Center Wing, along Ninth Avenue. This occupiable buttress may extend ten feet into the right-of-way, depending on final design. The Personnel Building site, at the intersection of Terrace Street and Terry Avenue, would be developed in ten to twenty years.

The team presented their responses to Design Commission concerns presented at the previous meeting. The possible public benefits (in response to vacation proposals) for the 100-year city will be addressed through the explanation of further responses. The Commission urged the team to study the vehicular traffic across the campus and to assess Ninth Avenue as a connector. Ninth Avenue has been designated as a two-lane arterial by the City and as a key pedestrian street in the First Hill neighborhood plan. The hospital traffic accounts for half of 400 to 450 cars during the peak hours. This includes the area that contains the proposed vacation. The intersection of Ninth Avenue and James Street currently has poor traffic operations; an analysis concluded that there would be no significant adverse impacts through a street vacation. The future project would require variances from Seattle Transportation (SeaTran) street design standards. The seismic buttress would cause an intrusion into the street right-of-way. This vacation would continue to allow local and transit access on the vacated section. The existing right-of-

way is sixty-six feet wide. The roadway is forty-six feet, the sidewalks are ten feet, and the lane widths are fourteen feet. The proposed right-of-way is not an issue; the roadway width would be at least twenty-eight feet, conforming to non-arterial standards. The sidewalks would be ten feet, which is slightly under the requirement for an arterial. The team has also addressed the concern that the new development would be generic, in terms of style and massing, in order to reinforce the community and neighborhood, rather than the campus. The team has studied art deco, which was a style, at the time of its inception, was an attempt to break away from the past and also integrated art into design and architecture. Through the King County Arts, the Commitment to Neighborhood Arts is part of the project. Through future

development of the campus, the team hopes to incorporate some of the timeless factors of Art Deco, including soaring masonry verticality, transparent corners, movement through curving forms, and integration of glass. While the architecture of the campus needs to be compatible with the neighborhood, it must also contrast with its surroundings. The Commission urged the team to explore the possibility of subterranean vacation only, rather than an alley vacation of the alley within the block bounded by Ninth Avenue, Terry Avenue, James Street and Jefferson Street. The building on this site would be the Clinical Services building. The team examined ways it could develop the site for hospital-based clinical use that would preserve the alley. The team examined examples throughout the country. Diagnostic treatment functions (e.g. clinical laboratories, ambulatory surgery, radiology departments) and specialty clinics need to be integrated for this building to function properly. Other examples that contain comparable uses include very large floor plates (40,000 square feet of required adjacencies) that provide staffing flexibility. The design will progress as detailed programming is identified, but there are many adjacencies that are required to allow the clinical services to function properly. The team, to respond to a Commission request, explained the internal program and plan of the building over Ninth Avenue. While the team has not designed the building, they tested some loose conceptual layouts. The team is concerned that these needs could not be addressed through tunneling because of the existing functions



Harborview Master Plan Potential Projects

located in the basement, including mechanical equipment. The proposed structure over Ninth Avenue would eliminate the need for a non-functional external seismic brace that would eliminate windows that are required for each inpatient space.

The team also presented a summary public benefit charrettes, which were two public charrettes “intended to connect multiple visions for the future and to identify the most needed public benefits.” While the first charrette explored the perceptions of the “unique location and its most important characteristics,” the second charrette incorporated design professionals, artists, and futurists to produce specific recommendations. The design principles and guidelines address street life quality, orientation and linkages, green places and their relation to healing, and inspirational use of light. These issues were explored through ten categories that related to specific design guidelines that address such things as height, bulk, and scale, entries, facades, character, materials, finishes, and color. The design guidelines, which are enforced by Department of Design, Construction, and Land Use (DCLU), will be a part of the design process, as the designers are selected.

Key Commissioner Comments and Concerns

- Recognizes that there are two skybridges shown to cross Jefferson Avenue connecting the Multi-Use Building and Clinical Services Building with the East Hospital and Inpatient Expansion. Would like to know if two skybridges are necessary, and hopes that, if absolutely necessary, these needs could be accommodated through one large skybridge.
 - Proponents stated that through the Master Plan, Harborview needs to inform the community of all the possible changes and development. There might be a need for skybridges, but the needs may be met through tunnels. There are many tunnels now, and this issue would be resolved through the full design process.
- Would like to know which Master Plan has been approved by City Council, the version containing the *Planned Projects* or the *Potential Projects*. Would like to know when Harborview will know if it is too big to be in a single site location.
 - Proponents stated that the full Master Plan has been approved, for both the *Planned* and *Potential Projects*. Further stated that the total square footage for the *Planned Projects* is about 172,000 square feet (net increase), while the *Potential Projects* would increase the square footage by approximately 526,000 square feet.
- Realizes that there may never be point in time at which Harborview would cross a critical threshold, and the replacement costs would be prohibitive, to replace the whole facility. Harborview may be able to locate different portions of the facility to other parts of the city or the region, but does not believe that Harborview could ever afford to leave this single location.
- Does not believe that Harborview would have to leave, but wonders if Harborview would be too large if it extends to Broadway Avenue, removing the vital housing of this area. Believes that there are long-term concerns, such as housing, that must be addressed through the Master Plan as well.
 - Proponents stated that, at one site, there are sixty-four units of housing. Through the conditions and the approval of the Master Plan, the housing must be replaced in the First Hill/ Capitol Hill area. The proponents are examining options, and one option may expand the number of units.
- The different Master Plan proposals and some of the examples of other hospitals suggest that the Clinical Services building will be built in phases. Would like to know if this is true, and if the building would be able to operate without the large, full-block floor plate before all phases are

complete.

- Proponents stated that they may build the large base piece in the first phase, and then build up, as the example of Swedish Hospital suggests.
- Would like to know if there will be significant costs in terms of the impact on the old building, due to the seismic support and elevated building portion above Ninth Avenue. Recognizes that there must be significant changes to the elevation, and there will be many connection concerns to address.
 - Proponents stated that there would not be significant disruption to the operation of the functions located in the existing building. Further stated that any solution to the seismic concerns will be complicated and expensive. Further stated that the Operating Room (OR) and the Emergency Room (ER) must be located in a contiguous space; neither the OR nor the ER could be located to another site, which would be required if the seismic upgrades were constructed in another way.
- Would like to know if the design guidelines are a public benefit. Would like to know the scope of the design guidelines plan, and whether or not these ideas would stretch beyond Harborview buildings. Would like to know if the improvements would be implemented as each building is built, over time.
 - Proponents stated that these design guidelines and principles would be a catalyst to influence and implement these ideas. Further stated that they only control the property that is owned by Harborview. The team would like to leverage this planning process to have a broader impact within the community and would like to reinforce these ideas and form links throughout the community. The team is willing to commit to improvements beyond the scope of this project and is wondering how to implement these design guidelines beyond the portions of James Street, Boren Avenue, Eight Avenue, and Alder Street that they control. Further stated that the team would like to create an environment that future developers will be able to build upon. Through the master planning process, there is a standing committee is composed of members of the community that also have development interests in the community. The community has expressed an interest in a retail core, and the setbacks on James Street will allow this to happen.
- Would like to know if the team has envisioned how the institution will link with the community. Believes that this could happen through different opportunities with elderly residents and children. There might be elderly patients that may be there for three to four weeks. There could be internal facilities at street level for a view of the children and play activity. There could be a water feature in the open space, in which children could play. This water feature would also be a therapeutic fountain for elderly people. Also suggests that the team should work with the community to develop a P-Patch to provide a garden for the community linked with the hospital to provide an opportunity for therapeutic activity.
 - Proponents agreed that there is an opportunity for interactive parks and spaces. Further stated that there are parks and amenities that should be better utilized. The community should, more often, take advantage of the existing view park.
- Recognizes that Harborview Hall will be demolished. Would like to know if the historic preservation concerns have been addressed.
 - Proponents stated that the issue with Harborview Hall is that there is a seismic risk. The proponents recognized the need to go through the Landmarks process. The team has

completed a formal initial application. If approved, the space left by the removal of this building would be an open public space with parking underneath. This space would be approximately 180 feet by 125 feet.

- Would like to know if the team has examined the urban design effects of the hulking building mass that would cross Ninth Avenue. Would like to know the views and environment a pedestrian would experience coming from the north. Believes that this view is a fundamental part of the skyline and would like to see drawings of this view. Would like to get a sense of what it would be like to be underneath the building mass, and the extent of the street amenities.
 - Proponents recognized that this is an unusual process, presented the Master Plan of Harborview, rather than the designed building. The proponents would like to show these qualities when there is a building design that does designate the height of the underneath of the building, what type of street amenities there will be. Proponents did explain the plan in terms of what types of uses would be within the structure, and the pros and cons of different options. Further stated that the community has expressed a desire to promote activities that take place after 5 PM. The team did recognize that there could be interaction between the elderly and children, and the design needs to reinforce the identity of a safe neighborhood.
- At future presentations, would like to see the Master Plan drawings. Would also like to see other information that will better explain the spatial qualities and the character of the streetscape. Does not fully understand the bulk and street relationships, or the experience of the space. Would like to see a diagram of the space, rather than just a perspective.
- Recognizes that the Commission has not dealt with an application like this before. Typically, if an architect presents a street or alley vacation, they simultaneously present the public benefits to show “if we take this alley, this is what the public gets.” Through this process, the Commission cannot review and give feedback on the public benefits and whether or not they are appropriate. Would like to know what the proponents have provided in terms of public benefits for the street and alley vacations. Would like to know the Commission’s role in a case like this.
 - Proponents stated that this Commission meeting is only one in a series of discussions. There will be two or more meetings to further explain the benefits. The actual design team for the buildings would come to talk about public benefits. There would also be another future meeting to present design drawings. Proponents further stated that they wanted to start this discussion early, before funds are invested.
- Does not understand why the floor plates for Clinical Services building need to be larger than a half block. Does not believe that the few examples shown fully justify the need for this size.
 - Proponents stated that a formal application for the alley vacation as been submitted. Further stated that the team is seeking a comfort level with the Commission and the City Council. Further stated that the Commission would have a clearly defined role following the vacation approval, and overseeing the implementation of the public benefits. While they have approved the Master Plan, City Council has not yet approved the vacation.
- Feels that City Council will accept feedback and input from the Design Commission regarding the vacations.
- A representative from SeaTran stated that City Council and Design Commission may make a decision on a vacation earlier in the design process based on the design guidelines.

- Would like the proponents to clarify the street and alley vacations.
 - Proponents stated that there is a proposed aerial vacation for the building over Ninth Avenue (inpatient expansion), the Ninth Avenue vacation needed for the Center Wing buttress, which may be a full street vacation or a partial street vacation, depending on the street designation, and the alley vacation. While there is no design for the building and public benefits, the charrette defined the public benefits that the community would like.
- At future presentations, encourages the proponents to present benefits that would be done above and beyond amenities that would be provided anyway.
 - Proponents stated that the team is examining the neighborhood streets to identify possible improvements. The team hopes to make provisions and a concept design for future developments to participate.
- Believes that there are prescribed definitions, in City code, of public benefits. It is not clear how to apply these definitions to vacations. Feels that we should step back, and look at the big picture and examine how this institution needs to serve the region. Believes that the issue of public benefit should be in the back of the minds. Typically, vacations involve developments by which the owner or developer gains something by getting the vacation that affects the direct environment. Does not believe that the government should make it difficult to for this institution to provide the services they need to provide.
- Urges the team to consider preservation of Harborview Hall as a possible public benefit. Realizes that Harborview does not have a use for this structure, but urges the proponents to try to find a partner that might have a use for the building. Urges the team to explore this as they present other alternatives.
- Urges the team to examine alternatives to the street vacations needed for the seismic improvements, especially in terms of the buttress expansion.
- Would like to see further analysis to understand why the floor plate for the Clinical Services building must be so big.
- Does not believe that the Design Commission can examine the public private trade-off in the same way that the Commission reviews other types of projects and alley vacations. There is not a similar economic trade-off in this situation.
- A representative from City Design stated that the Commission's role is to provide input and express their comfort level with the proposal as outlined in the design guidelines and principles. The Commission must determine if there is a justification for the vacation. If so, is the public benefit provided sufficient ? Asks the Commission if it is possible to take this to a level of design that they are comfortable with that is short of a building design, such as a streetscape, open space program.
- Appreciates the design guidelines and the approach, but is not ready to actually approve anything without a design. Would like to specifically see the public benefits that will be offered.
- While the full proposal is presented to the Commission through a single discussion, and the Commission is ready to approve the bridge building (Inpatient Expansion) over the street, the Commission is not ready to unanimously move forward with the addition to the Center Wing. Would like to know if there is a way that these proposals can be examined separately. Believes that this buttress concern is also tied to what happens to Harborview Hall. If this building is not removed, the

space between this building and the buttress would be too tight.